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EDUCATION WEEK

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Court Relieves Tennessee of Integration Costs

11th Amendment Bars Suits, Says 6th Circuit

By William Snider

A federal appeals court has ruled that the "sovereign immunity" clause of the U.S. Constitution restricts the power of federal courts to order states to help pay for the desegregation of school districts.

While the federal court system "clearly has the power to prohibit segregation . . . in no way does it follow that the judiciary has any corresponding authority to dictate the specific financial arrangements under which the costs of integrating the schools shall be handled," wrote Judge David A. Nelson for a unanimous three-judge panel of the U.S. Court of Appeals for the Sixth Circuit.

The Dec. 30 ruling overturned a district-court order requiring the state of Tennessee to reimburse the Nashville-Davidson County school district for 60 percent of the desegregation costs it has incurred since March 1981.

The decision is binding only within the Sixth Circuit, which comprises Kentucky, Michigan, Ohio, and Tennessee. However, the ruling has already been cited by both the U.S. Justice Department and the state of Missouri in briefs filed last month in the Kansas City, Mo., desegregation case, which is pending before the U.S. Court of Appeals for the Eighth Circuit.

Lawyers for the Nashville-Davidson County school board have filed a motion seeking a rehearing before all 15 judges on the Sixth Circuit bench. If the board's request is denied, the case, *Kelley* v. *Metro-*

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The Fiercest Competition

'Every System Is Looking,' Few Are Finding

By Blake Rodman

Recruiters from nearly 80 school systems across the nation are scheduled to converge this week on the North Carolina Agricultural and Technical State University to vie for an increasingly rare commodity: black teachers.

Representatives from more than 70 other districts who had asked to attend the recruiting "fair" were turned away.

"We just don't have the space to house them," Leon Warren, director for career planning and placement at the predominantly black institution, said last week.

Even for the 80 recruiters who have gained admittance to the Greensboro campus, however, chances are slim. They will be competing for, at most, 60 minority teacher graduates.

The same scenario is being repeated at other, predominantly black institutions.

Louisiana's Grambling State University, for example, is expecting visits this spring from roughly 85 school-district recruiters, but will graduate fewer than 50 teachers.

And both Mississippi's Jackson State University and Virginia Union University in Richmond are expecting visits from approximately 60 recruiters for fewer than 20 prospective black teachers.

Locating and recruiting black and other minority teacher graduates has become a top priority for growing numbers of school districts, which find themselves forced to comb ever-larger areas of the country in search of new teacher talent.

But as the demographics at many historically black colleges and universities indicate, a rapidly shrinking pool of minority teachers means that many recruiters will return to their districts emp-

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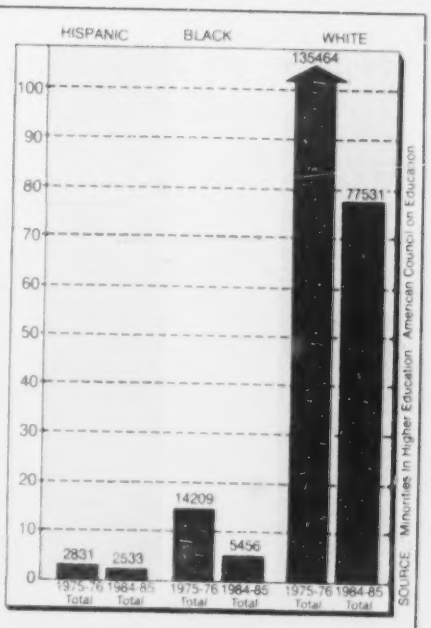

Declining numbers of Hispanics and blacks are earning education degrees.

Time To Trade In the 'Rolls Royce'? Districts Facing Health-Cost Crunch

By Lisa Jennings

In January 1986, when Joseph F. Singleton, deputy superintendent of a Long Island board of cooperative education services, enrolled his schools in New York State's new health-care program for public employees, he was told to budget for about a 10 percent increase in premium costs after the first year.

He expected costs to go up again at the end of the second year, he says, since the new plan—a revised version of an insurance program the state had run for 20 years—was what he describes as a "Rolls Royce of a plan" that covered everything from eyeglasses to dental work.

But he also expected that the so-called Empire Plan would meet state officials' expressed aim of curbing the rising costs of health care.

Instead, 1988 started off with Mr. Singleton facing a 63 percent increase in health-care premiums—nearly $15 million more

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Publishers Criticize Districts' Policies on Ties to South Africa

By Robert Rothman

Citing the threat of a form of censorship, the Association of American Publishers has asked school districts and municipalities to reverse "misguided" anti-apartheid policies that bar them from dealings with book sellers in the Republic of South Africa.

In a strongly worded resolution adopted unanimously by the association's board of directors last month, the publishers argue that while such efforts have the "laudable objective" of applying economic sanctions against a repressive government, they are counterproductive and inimical to freedom.

In all, 75 cities and school boards have policies that in some way limit dealings with companies that do business in South Africa, according to Robert Jones, a researcher with the American Committee on Africa, a New York-based anti-apartheid group.

The publishers assert in their statement that such policies impose a de facto censorship on U.S. publishers by forcing them either to stop selling books to South Africans or risk restricting the availability of textbooks and library volumes to Americans.

As a result, the resolution states, such policies "play into [the] hands" of those the districts wish to condemn.

"If the government of South Africa were to ban all foreign books from being sold there, the world community, led by the United States, would unleash a storm of criticism," it states. "Indeed, this may be the major inhibition to such censorship."

"The A.A.P. is opposed to efforts, no matter how well intentioned, to force American publishers to serve tyranny by providing this censorship."

Rather than restrict the access to books

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Interpreting Newspaper Case: New Control Isn't 'Carte Blanche'

By Tom Mirga

Although the U.S. Supreme Court has expanded the power of school administrators to suppress some forms of student speech, principals would be well advised to proceed with caution before taking such action, several leading authorities on school law suggest.

The experts point out that the High Court's January ruling in *Hazelwood School District* v. *Kuhlmeier* did not strip public-school students of all their rights to free speech under the First Amendment. Principals who invoke the ruling to clamp down on a wide range of expressive activities, they say, could find themselves involved in potentially costly lawsuits.

In the *Hazelwood* case, the Court ruled 5 to 3 that administrators have broad authority to control student expression in school newspapers, theatrical productions, and other forums that are part of the curriculum.

Such speech, it said, can be censored if it conflicts with the school's "basic educational mission," if it is "inappropriate" for a young audience, or if the public "might reasonably perceive [it] to bear the imprimatur of the school."

However, the Court indicated that its decision would not allow principals to suppress "a student's personal expression that happens to occur on school premises"—a right it affirmed for students 19 years ago in the landmark case *Tinker* v. *Des Moines Independent Community School District*.

Between *Tinker*, which stemmed from an antiwar protest in which students wore black armbands to school, and *Hazelwood*, which involved the deletion of school-newspaper articles on divorce and teen-age pregnancy, lies a broad range of circumstances in which potentially controversial student speech can arise.

School-law experts emphasize that the particular facts in a case—the context in which the speech occurred, the type of idea

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Also in the news

Pittsburgh's 'Bold Move' Is a Voc.-Ed. Revival
The district has dropped its general-studies track and created a high-tech vocational program that attracts half of its high-school enrollment.
6

Wisconsin Governor Sets Private-School Option
A proposed program for Milwaukee would give parents of at-risk students the means to send their children to public or private schools of their choice.
8

Rights Bill Is Passed With Contested Rider
The Senate's measure would restore broad coverage to civil-rights laws but exempt some institutions from having to provide abortion services.
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IN SUMMARY

AIDS: Teaching—and Testing?
The Centers for Disease Control last week urged schools to offer AIDS instruction "at each grade level," while the Surgeon General suggested testing a group of college, and possibly high-school, students for exposure to the virus. **Page 4.**

A Blueprint for Child Care
In a blueprint for the "school of the 21st century," a prominent expert in early-childhood development has proposed the creation of a wide-ranging, professionally run system of child care based in the public schools. **Page 5.**

Raises in Mississippi?
Following up a promise made during his campaign last fall, Gov. Ray Mabus of Mississippi has asked the legislature to approve a $114-million plan to raise salaries for elementary- and secondary-school teachers. **Page 8.**

Call for 'Choice' in Wisconsin
Gov. Tommy Thompson is pushing for a controversial pilot program that would enable parents of 1,000 disadvantaged students in Milwaukee to use state money to send their children to any public or nonpublic school. **Page 8.**

. . . and in Washington
Reaffirming his support for parental choice in education, President Reagan last week said he had directed the Education Department to draft model legislation for state-issued Chapter 1 vouchers. **Page 11.**

Brains or Brawn?
Warning that education reform cannot succeed until Americans value academics more than athletics, former Secretary of Education Terrel H. Bell has called on the next President to help create "a learning society." **Page 11.**

Conventions in Print:
An *Education Week* guide to the annual A.A.S.A. convention in Las Vegas.
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ACROSS THE NATION

NATIONAL

N.E.H. Teacher-Scholar Program Receives $1.5-Million Gift

The National Endowment for the Humanities has received a $1.5-million gift from a fund established by DeWitt Wallace, founder of the *Reader's Digest*, to support its new teacher-scholar program.

The gift, the largest ever made to the endowment, will pay a third of the program's costs over the next three years, according to Lynne V. Cheney, chairman of the N.E.H.

The program, announced in November, will provide stipends of up to $27,500 to enable teachers to undertake a year of independent study in the humanities. Depending on the number of qualified applicants, the endowment will select one teacher-scholar from each state, the District of Columbia, Puerto Rico, and the U.S. Virgin Islands.

The N.E.H. will begin accepting applications this month; the deadline for applying is May 2. Teachers could begin their independent study as early as September 1989.

Interested teachers may obtain more information by writing the N.E.H./Reader's Digest Teacher-Scholar Program, Division of Education Programs, National Endowment for the Humanities, 1100 Pennsylvania Avenue, N.W., Washington, D.C. 20506; telephone: (202) 786-0377.

U.S. Chamber of Commerce Agrees To Join Student-Loan Program

In a move intended to make educational loans available to a wider range of students, officials of the U.S. Chamber of Commerce announced last week that the organization will participate in a loan program aimed at students from middle-income families.

The program, known as ConSern, offers market-rate loans of up to $25,000 annually to cover student expenses at either colleges or independent schools. Created three years ago by a consortium of colleges in the Washington area, the program issued $10 million worth of loans last year, primarily for college students ineligible for federal student-aid programs.

The chamber's involvement means that any of its 180,000 member businesses, for a nominal fee, can offer its employees the opportunity to obtain loans through the program, according to the Rev. John P. Whalen, president of University Support Services Inc., which administers the program.

The agreement between the chamber and the loan program stipulates that only firms belonging to the chamber may participate in the program, he said.

STATES

Georgia Superintendent Proposes Alternative-Route Program

Werner Rogers, Georgia's superintendent of education, has asked the legislature to fund a program to prepare liberal-arts graduates in mathematics, science, and foreign languages for teaching jobs.

The alternative route would allow teaching candidates without a formal education degree to complete an eight-week training program during the summer, and then teach for one school year under the supervision of a veteran teacher.

Mr. Rogers argued that if such candidates perform adequately and pass the state's teacher-certification tests, they should be granted certificates.

The education department has requested $319,000 for the program in the budget year that begins July 1, but Gov. Joe Frank Harris has not included the request in his proposed $2.26-billion education budget.

The superintendent said the first year's funding would enable approximately 30 people to participate in the summer-training program, and would pay for the time of supervising teachers. He proposed the program, he said, to ease the state's shortage of teachers in certain subjects.

Iowa School-Bus Companies Charged With Price Fixing

A federal grand jury in Cedar Rapids, Iowa, has charged six school-bus companies and their executives with fixing prices and rigging bids for sales of bus bodies to school districts in central and eastern Iowa.

The indictment, the result of a two-year investigation, charges that from 1982 to 1986 the companies conspired to devise price schedules, allocate customers among themselves, and rig bids for contracts awarded by the districts.

In handing down the indictment Jan. 20, the U.S. attorney's office for the Northern District of Iowa refused to name the districts affected by the alleged illegalities.

The companies indicted were Hawkeye Bus Sales Inc. of Des Moines, Hawkeye Superior Bus Sales Inc. of Manson, Midwest Transportation Inc. of Ames, Minnesota Body Equipment Company of Shakopee, Minn., Saf-T-Liner Bus Sales Inc. of Des Moines, and United School Equipment Company of Iowa Inc., of Omaha, Neb.

■ **Concerned that boys have displaced girls on a number of traditionally female athletic teams,** the Maine Secondary School Principals Association has voted to revise a policy that allowed boys in the state's schools to join such teams.

The group in 1980 passed a rule allowing co-ed teams in interscholastic sports in or-

Proving Their Mettle for Metal

The protesters at the Four Corners Elementary School had been striking a blow for civility. They wanted stainless steel in the lunchroom, rather than plastic forks.

And last week, after a peaceful rebellion encouraged by teachers, the Greenfield, Mass., 5th graders got just what they wanted: 300 sets of utensils donated by a local businessman.

It all started, said Mary Ann Clarkson, the school's principal, when the students learned that their stainless-steel dining ware had been sent to the local high school and that they would be using plastic substitutes.

The schools' lunchroom inventories were short, she explained, because, a fourth of the utensils are lost or accidentally discarded each year—and because food improvements have enticed more students to eat school lunches.

But the 5th graders were not to be denied their culinary rights. They drew up a petition protesting the policy and demanding a return to stainless steel. In what came to be known in the local media as "the plastic-fork rebellion," they weilded posters that succinctly stated their case: "School is no picnic."

Protest organizers enlisted students to patrol trash cans to prevent loss of the plastic utensils and "prove they were worthy" of metal, Ms. Clarkson said.

Their actions were not discouraged, she said, because school officials saw it as a "red-hot opportunity to teach them that they had some rights," particularly in the context of the Martin Luther King Jr. holiday.

Upon hearing of their plight, William Sandri, a local restaurateur and alumnus of the school, offered to donate utensils from a restaurant he was redecorating.

When Mr. Sandri arrived at the school, bearing his stainless-steel gift, students were so elated, Ms. Clarkson said, that "the roof nearly went off the auditorium." —D.G.

Peter Steiner

The Fiercest Competition: Searching for Minority Teachers

Continued from Page 1

ty handed. The situation, school-district officials report, has reached crisis proportions.

"The competition for minority teachers, especially black teachers, is fierce," said Michael H. Campbell, a teacher recruiter for the Caddo Parish Public Schools in Louisiana. "Every major school system in the U.S. is looking for exactly what we are looking for."

"I talked to a school of education in Michigan today," an official of the Clark County Public Schools in Nevada, said last week. "They told me that they will have 710 graduates out of their teacher-training programs, but of those only two are Hispanic, and only eight are black."

"It's tough; it really is," she said.

Personnel officers in a number of districts reported last week that the stiff competition for minority teachers has forced them to examine and adjust their recruiting strategies.

For some districts, this has meant assigning an official to focus specifically on minority hiring, and then targeting their efforts on predominantly black colleges and universities and areas of the country with large concentrations of minorities.

Recruiters say they are trying harder to establish an ongoing, personal relationship with placement officers, education-school deans and faculty, and students at the historically black institutions.

They note that their efforts have become a year-long enterprise, and that they now try to make contact and establish a relationship with prospective minority teachers early in their training experience, instead of waiting until their senior year.

Something Different

But a number of district officials noted last week that just doing aggressive recruiting is not enough.

"We decided that we had to do something different," said Bernie Stills, director of personnel for the Clarke County School District in Georgia. "There had to be a better way than to just go to campuses and sit around at job fairs."

The student population of the district, which encompasses Athens, is nearly 50 percent black. Only 20 percent of the local teaching force is black, "and it is difficult to maintain that level," said Mr. Stills.

Two years ago, the local board of education launched an effort that it hoped would grab the attention of the black teacher-training institutions and their students.

In January of 1986, the district paid for the deans and several education professors from 15 predominantly black institutions to come and visit the district for several days. The system picked up all the costs of the visit, including airfare, lodging, meals, and local transportation. Last year, officials did the same thing, inviting representatives from 24 black institutions.

Then, last April, the district paid for 25 black students who had been identified as top teacher prospects to come visit the community for three days. The visit included a reception thrown in their honor by the city's mayor and other civic leaders.

Of those 25 job candidates, 12 signed contracts with the district, Mr. Stills said, adding that the district will host another group later this year.

The $30,000 tab for both visits last year was paid for out of funds approved by the school board specifically for the visits.

Officials of eight predominantly black colleges and universities in the Southeast last week concurred that a small but growing number of districts are trying to attract the interest of minority job candidates through special initiatives similar to the Clarke County program.

Enticements Offered

Although a number of the programs they cited are intended to bolster the districts' overall recruitment efforts, many were put in place specifically to enhance the school systems' appeal to minority teachers and those in other critical shortage areas.

Among such efforts are these:

- The Wake County Public School District, which encompasses Raleigh, N.C., will pay job candidates that meet specific qualifying criteria a bonus ranging from $1,000 to $2,000 for signing a contract with the system. The money is paid after the first month on the job.

"Its like an athletic signing bonus," said James Merrill, director of personnel for the school system. "If you sign with us, we are going to pay you for signing."

The money for the two-year program was provided by an anonymous donor to help the district attract minority teachers, as well as high-school science, mathematics, and English teachers.

Of the 24 teachers awarded the bonuses last year, three were black. If the benefactor does not provide additional money next year, Mr. Merrill said he will ask the district to continue the program.

He also noted that because the colleges of education are producing so few minority teachers, the district has decided to target recruiting efforts on experienced, urban teachers more than in the past.

As part of that effort, he traveled to Chicago and Detroit last fall during the cities' teachers' strikes to try to lure some disgruntled teachers.

"There was quite a bit of interest," he said.

- The Frederick County (Md.) Public Schools for the first time last year began paying new teachers a $500 moving allowance and a $500 stipend for attending a week-long program designed to familiarize them with the county.

In addition, a number of local businesses have put together a package of reduced rates on certain services and goods for new teachers, similar to one pioneered two years ago by the Prince George's County, Md., school district. *(See Education Week, April 2, 1986.)*

- The Oakland, Calif., school district pays certified bilingual-education teachers a $2,000-a-year stipend on top of their regular salary.

According to May L. Jang, district coordinator of certificated recruitment and employment, the incentive money has helped the district attract Hispanic and Asian teachers, both of which are in short supply and high demand in the state.

- The Sarasota County School District in Florida recently paid the expenses for two prospective black teachers it was courting to come and spend a week visiting the community and its schools. The candidates were paid the same daily wage the district pays its substitute teachers.

At the end of their visit, both of the candidates signed contracts with the district.

- In the Caddo Parish school system, which serves the Shreveport area, the local apartment-managers association recently agreed to provide rent-free apartments for any student from Grambling State University who agrees to student-teach in the community.

But Robert H. Chanin, general counsel for the National Education Association, said he believes many types of hiring incentives for minorities would not pose legal difficulties.

"If the question is put in generic terms, 'Could a district offer special incentives to recruit blacks?' I would say yes," Mr. Chanin said. "But that is not a blanket 'yes.'"

Keith L. Pope

Thomas A. Jackson, education dean at Florida A & M, one of the historically black schools drawing swarms of teacher recruiters.

"We feel that if we can get them here to see what is going on, then we stand a good chance of getting them to want to teach here," said Mr. Campbell, the district's recruiter.

So far, only one student has accepted the offer. But Mr. Campbell said he is working on expanding the program to include students from other predominantly black institutions.

Legal Questions

Several district officials questioned the appropriateness and legality of offering special enticements just for minority job candidates.

For instance, he said, offering to pay a prospective minority teacher's moving expenses "should fly," while offering to pay a first-year minority teacher more than other rookie teachers would probably "get complaints."

"You have to carefully structure your incentive," the lawyer said. "But if you do it right, I think the door is open to this kind of thing."

'Just Doesn't Pay'

Joe H. Lee, associate superintendent in charge of personnel for the Fresno (Calif.) Unified School District, contends, on the other hand, that there are too few minority-teacher candidates available to make special incentive programs for them worthwhile.

"If every district added incentives, all we would be doing is raising the ante for the few minority teachers we have available," Mr. Lee said.

"It just doesn't pay, because the result is going to be that one district will get the minority teacher and nine will not," he said. "The incentives will end up not doing much."

Fresno's rapidly growing Asian population has led the district to send recruiting teams to Hawaii in search of Asian teachers. To supplement its recruiting efforts in the South for black teachers, the district has hired the services of Educational Personnel Development Systems, a North Carolina firm that specializes in teacher recruitment.

An official of the firm said last week that the majority of its roughly 40 client districts are "smaller" systems from around the country that cannot afford to send out recruiters on their own. Finding minority teachers, she said, "is one of their major concerns."

'Grow Our Own'

But school-district officials interviewed last week agreed that the only long-term solution to the current shortage of minority teachers is to convince more of their own students to consider, and pursue, teaching as a career.

Several of the officials said their school systems either have or plan to launch programs designed to groom their own high-school students for teaching. The programs described usually involve counseling, some education coursework, and opportunities to work with younger children.

The program in Wake County even provides some college scholarship money to district graduates who agree to study education.

"We must convince a larger portion of our [minority] students that teaching is a worthwhile and honorable profession," Mr. Campbell of the Caddo Parish schools said. "Until we start growing our own, the problem is not going to be solved, it is only going to get worse."

Old Challenges – New Directions
in
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What Parents, Teachers, and Colleges Can Do

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